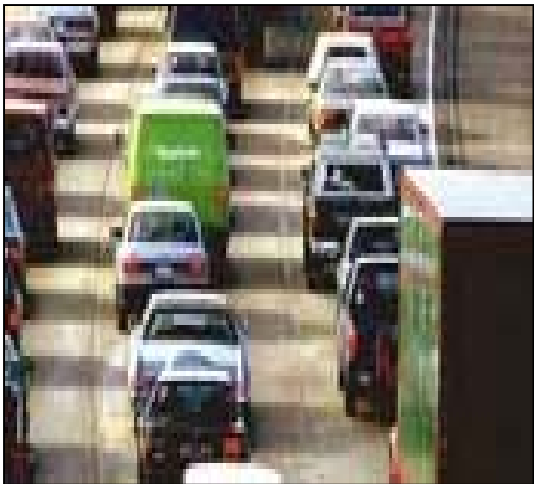


PLANNING REPORT

GENERAL PLAN 2020

Traffic Modeling and Residential Land Use Distribution Map



BOARD OF SUPERVISORS HEARING

May 19, 2004



COUNTY OF SAN DIEGO

LAND USE AGENDA ITEM

BOARD OF SUPERVISORS

GREG COX
First District

DIANNE JACOB
Second District

PAM SLATER-PRICE
Third District

RON ROBERTS
Fourth District

BILL HORN
Fifth District

DATE: May 19, 2004

TO: Board of Supervisors

SUBJECT: GENERAL PLAN 2020: TRAFFIC MODELING AND RESIDENTIAL
LAND USE DISTRIBUTION MAP (District: All)

SUMMARY:

Overview

On October 1, 2003 (4) the Board of Supervisors directed staff to conduct traffic forecasts for seven future land use scenarios, and to return to the Board with information on groundwater conditions. The purpose of this hearing is to review information on traffic forecasts for the eight scenarios, to review updated information on groundwater conditions, and to receive Board direction for staff recommendations on a residential land use distribution map.

Recommendation(s)

CHIEF ADMINISTRATIVE OFFICER

1. Accept the April 2004 Working Copy map for use as the baseline residential land use distribution for the preparation of the GP2020 Environmental Impact Report (EIR).
2. Evaluate pipeline projects in the Environmental Impact Report's cumulative impact analysis to ensure impacts are included in the review.
3. Defer review of non-residential properties until an assessment is conducted for commercial and industrial land use within each community.

Fiscal Impact

N/A

Business Impact Statement

Updating the General Plan should assist the business community by providing a reliable blueprint for how population will be accommodated and for siting commercial, industrial, and other land uses to meet projected needs. The ability to rely on the General Plan 2020 Environmental Impact Report's cumulative impact analysis should shorten the entitlement process.

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USE DISTRIBUTION MAP (District: All)

Advisory Board Statement
N/A

BACKGROUND:

PROJECT PURPOSE AND HISTORY

General Plan 2020 (GP2020) is a comprehensive update of the San Diego County General Plan, establishing future growth and development patterns for the unincorporated areas of the County. It will identify the potential size and distribution of the County's future population – balancing housing, employment and infrastructure needs with resource protection. Compared to the existing general plan, this update will focus population growth in the western areas of the County where infrastructure and services are more readily available.

RECENT GP2020 BOARD OF SUPERVISORS HEARINGS

During the June 25, 2003 (1) hearing, the Board of Supervisors voted unanimously to accept the direction of GP2020, and to accept its Planning Concepts, Land Use Framework (Attachment A, Table 1), Draft Goals and Policies, Statements of Legislative Intent, and regional maps (December 2002 Working Copy Structure map and December 2002 Working Copy Land Use Distribution map) for continued refinement and progress. In addition, the Board directed staff to evaluate a list of residential property referrals, and to return to the Board within 90 days with staff recommendations on property referrals – along with recommendations from the Planning Commission, Community Planning and Sponsor Groups, and affected property owners.

On September 24, 2003 (1) staff returned to the Board and presented the August 2003 Working Copy Land Use Distribution map, which included staff recommendations on residential property referrals¹. After reviewing staff recommendations on property referrals, the Board directed staff on October 1, 2003 (4) to return with updated groundwater information and with traffic forecasts and analyses for the following land use scenarios:

1. Existing Conditions
2. Existing General Plan Map
3. December 2002 Working Copy Map
4. August 2003 Working Copy Map
5. Board Referrals Scenario
6. Board Referrals Scenario with Pipelined Projects
7. Board Referrals Scenario without the 80- and 160-acre densities
8. Board Referrals Scenario with a pre-Forest Conservation Initiative condition

All Board Referrals scenarios were to include changes to referred properties that reflect the recommendations of either the Community Planning or Sponsor Group, property owner, staff, Planning Commission, or specific designations identified by the Supervisors (see Previous Relevant Board Actions).

¹ For additional information on residential property referrals, see September 24, 2003 (1) staff report to the Board of Supervisors.

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PURPOSE OF BOARD OF SUPERVISORS HEARING

The purpose of this hearing is to receive Board direction for a residential land use distribution map and to review staff evaluations for the seven future land use scenarios identified by the Board during the October 1, 2003 (4) public hearing. Staff evaluations for all land use scenarios include population projections, traffic forecasts, future road construction cost estimates, and conformance to GP2020 objectives. Staff will also update the Board on the status of other GP2020 activities — including groundwater conditions, detailed planning areas, Conservation Subdivisions and equity mechanisms.

Need for a Residential Land Use Distribution Map

Board direction for a residential land use distribution map is needed at this time in order to proceed with the GP2020 Environmental Impact Report (EIR). The Residential Land Use Distribution map accepted by the Board will become the foundation for the project description and analysis in the EIR. Therefore, it is critically important that the accepted map realistically and reasonably identify those residential densities that will be used in the EIR analysis and that, ultimately, will be submitted to the Board for approval.

The California Environmental Quality Act (CEQA) requires an analysis of the proposed project and a range of reasonable alternatives in the EIR (CEQA Section 15126.6). The range of alternatives shall include those that could accomplish most of the proposed project's objectives while avoiding or substantially decreasing one or more of its significant effects. If the Board selects an alternative at the final project hearing that is more intensive than the project analyzed in the EIR, it is likely that the EIR would need to be revised and re-circulated for additional public review. That would add significant costs, and at least nine months additional time, to the General Plan 2020 process.

Board preferences for a residential land use distribution map are also needed to proceed with detailed planning efforts for future public facilities, commercial and industrial lands, and a road network that is balanced with the land use plan. Road network planning, for example, will be based on technical forecasts determined by modeling the selected residential land use distribution pattern.

APRIL 2004 WORKING COPY MAP

This section provides an overview of staff recommendations for the Residential Land Use Distribution map, and it describes the comprehensive approach used to create that map. Staff recommendations incorporated into the Residential Land Use Distribution map – also referred to as the “April 2004 Working Copy map” – best meet GP2020 project objectives and the Board-endorsed planning concepts, Land Use Framework, and Draft Goals and Policies. The regional April 2004 Working Copy map is included in Attachment A.

Traffic forecast and updated groundwater information helped reinforce and, in some cases, modify recommended residential densities for the April 2004 Working Copy map. In addition, last year's catastrophic firestorms emphasized the need for adequate infrastructure (e.g. water and access) and provision of emergency services for current and future County residents. In some areas, staff further evaluated infrastructure and emergency services and recommended

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density reductions for the April 2004 Working Copy map when compared to August 2003 Working Copy map densities.

Creation of the April 2004 Working Copy Map

The April 2004 Working Copy map is the culmination of a public review process that began in May of 2002. At that time, new residential maps were distributed to Community Planning and Sponsor Groups and the Interest Group for their review and comments. In addition, public notice was sent to all property owners in the unincorporated County to announce upcoming public meetings intended to provide individual landowners with an opportunity for public comment. Staff also conducted a series of workshops in each community to define existing community character, evaluate desires for future growth, and review the proposed residential map. The Interest Group provided further input from the Farm Bureau, environmental and development interests, and professional associations. All public information and comments were used to prepare the December 2002 Working Copy map, which was the primary subject of Planning Commission hearings held from January through March 2003.

The Board of Supervisors held public hearings on the December 2002 Working Copy map during May and June 2003. Following those hearings, the Board directed staff, community planning and sponsor groups, and the Planning Commission to evaluate approximately 200 property referrals. The August 2003 Working Copy map was the result of those evaluations, and that map was presented to the Board in September and October 2003. At that time, the Board directed staff to conduct traffic modeling for seven future land use scenarios, and to evaluate those results against existing conditions. Staff recommendations, based in part on evaluating those traffic model forecasts, are incorporated into the April 2004 Working Copy map. Although the April 2004 Working Copy map incorporates new traffic information and updated groundwater data, it is also based on a broad analysis of Board-endorsed planning concepts, GP2020 objectives, and previous public input received since the residential map review process began in May 2002.

Overview of the April 2004 Working Copy Map

The April 2004 Working Copy map can be best described as Rural Lands areas on the December 2002 Working Copy map combined with Semi-Rural, Village, and Village Core areas on the August 2003 Working Copy map — which incorporates staff recommendations on property referrals. In addition, the April 2004 Working Copy map meets the nine project objectives presented to the Board during the May 21, 2003 public hearing:

- ***Objective 1: Develop an Internally Consistent General Plan:*** Incorporates mapping decisions that are based on Board-endorsed planning concepts and draft policies, which were consistently applied across the region.
- ***Objective 2: Meet Growth Targets:*** Produces a population capacity of 674,440 for the year 2020 — which meets the GP2020 population target of 660,000 and provides an adequate cushion without producing additional burdens on infrastructure capacities. A population summary by community plan area is provided in Attachment A, Table 2.
- ***Objective 3: Reduce Public Costs:*** Creates an efficient land use pattern that allows public agencies to provide public infrastructure or services in a more cost-effective manner. Future

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public costs for building or maintaining roads and for providing emergency services, for example, will be decreased by limiting future growth in isolated pockets or remote areas and by concentrating future growth inside the County Water Authority (CWA) boundary.

- **Objective 4: Balance Competing Interests:** Helps to retain land for agriculture and preserve sensitive habitats by accommodating future growth on less land. The April 2004 Working Copy map achieves this objective by reducing the general plan capacity for large lot residential development and by increasing its capacity for small lot and multi-family development.
- **Objective 5: Improve Housing Affordability:** Increases density in appropriate locations in order to provide more opportunities for constructing affordable building types – such as multi-family housing or small lot, single-family developments.
- **Objective 6: Locate Growth Near Infrastructure, Services and Jobs:** Focuses 80 percent of future growth inside the County Water Authority boundary and minimizes future sprawl by significantly reducing semi-rural densities in outlying areas.
- **Objective 7: Assign Densities Based on Characteristics of the Land:** More accurately reflects actual development capacity when constraints (e.g. topography, habitats, road access, available services and groundwater resources) are taken into account. Community concerns about groundwater resources were strongly considered when evaluating areas outside the County Water Authority boundary.
- **Objective 8: Create a Model for Community Development:** Embodies the community development model by providing a central town center or rural village core surrounded by low-density development and very low-density greenbelts. Because future growth is concentrated in compact town centers, this plan helps to retain agriculture, sensitive habitats, and rural character throughout the unincorporated County.
- **Objective 9: Obtain a Broad Consensus:** Designed to retain a broad consensus for GP2020 concepts and maps, which were produced through a long and complex planning process. Incorporates Board direction, balances competing interests, and considers input received from the Planning Commission, Steering Committee, Interest Group, Community Planning or Sponsor Groups, and property owners.

Recognizing Key Rural Lands

Although the April 2004 Working Copy map is similar to the August 2003 Working Copy map, Rural Lands densities shown on the December 2002 Working Copy map were reapplied to specific rural areas where public safety is a concern based on the recent wildfires. In particular, densities were reduced in relatively undeveloped areas that are prone to wildfires and that have limited accessibility, such as Hellhole Canyon in Valley Center or Harbison Canyon in the Crest/Dehesa/Harbison Canyon/Granite Hills Planning Area.

In light of the fiscal challenges associated with providing fire protection, the April 2004 Working Copy map directs growth in a more orderly fashion first to areas that already provide essential services rather than expanding into areas where new services are required. By reducing the density in rural areas, future development is reduced, limiting the need for additional services.

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Resources to provide essential services (e.g., sheriff, fire protection, and emergency medical) are already strained in rural areas. Specifically, the percentage of property tax revenues allocated for providing fire and emergency medical services are often insufficient given the large geographic areas served by a fire protection district. Further, rural areas often lack adequate ingress and egress for evacuation and fire equipment due to limited road networks and topographic barriers.

Using fire protection as an example, providing services in urbanized areas is more cost effective than in rural areas. This efficiency is derived from a larger, relatively compact population base coupled with shorter travel times and proximity to hospitals. Even then, a substantial amount of development is required to fund annual operating costs. For example, when the homes within the 4S Ranch development are all built, the fire station serving the community will be fully funded from annual property tax revenues. Until then however, the fire station's annual operating expenses will continue to be subsidized.

Because rural lands areas do not share the same efficiencies as more urbanized areas, operational costs for fire protection are much higher and cannot be solved with additional growth and development. Typically, the annual operating cost for a full-time fire station is approximately \$1 million. Funding for those operational costs are derived from a small percentage of property tax revenue. For example, in the Rural Fire Protection District, over 8,000 new dwelling units (assuming an average assessed valuation of \$600,000²) would be required to fund annual operations for a single fire station³. However, a single new fire station could not service that many homes. While reducing future development potential in rural lands areas would not resolve the existing fiscal challenges for fire protection, it would significantly reduce the need to provide additional services.

In addition to public safety concerns related to wildfires, protecting biological and sensitive environmental resources and building consensus were other factors for reducing some rural lands densities from the August 2003 Working Copy to the December 2002 Working Copy map. In addition, the December Map densities were more consistent with those required by agricultural easements in Pala-Pauma. In the Muth Valley area of Lakeside, densities were also reduced to one dwelling unit per ten acres due to groundwater and road limitations that were revealed through recent updated information and the level of service for roads serving the area.

Other Factors Considered

Developing the April 2004 Working Copy map included an evaluation of new information, such as traffic model forecasts and updated community preferences, that was not available when preparing the December 2002 or August 2003 Working Copy maps. In addition, all residential referrals were reviewed for consistency with GP2020 objectives, concepts, and draft goals and policies to ensure that inconsistent referrals would not create unintended effects in the GP2020 framework previously endorsed by the Board.

² \$1,000,000 (annual cost to operate one fire station) ÷ [\$600,000 (average home price in Jamul) x 0.00019 (Rural Fire Protection District property tax allocation)] = 8,772 homes.

³ For the Rural Fire Protection District, .00019 percent of property taxes are allocated to fire protection.

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Attachment B provides a detailed description of notable mapping changes. It includes a community-by-community summary, a referral matrix, and a location map. Significant refinements to the August 2003 Working Copy map, now incorporated into the April 2004 Working Copy map, are discussed below.

- *Board Direction Provided at the October 2003 hearing* – At the October 2003 Board Hearing on residential referrals, staff was directed to reevaluate specific residential referrals or planning issues. Subsequent changes to the map include:

Bonsall – Increased density in the southwest to reflect the density of parcels to the south

San Dieguito – Increased densities in portions of the Elfin Forest area to create higher densities near the San Marcos boundary

- *Traffic Forecasts and Cost Estimates for Road Improvements* – Traffic forecasts (Attachment F) indicate that the April 2004 Working Copy map will minimize future road deficiencies as well as future costs for road improvements. When compared to the August 2003 Working Copy map⁴, densities were reduced in some areas when traffic forecasts showed significant levels of local traffic congestion. Specific examples include:

Bonsall – The density for the property north of the River Village Shopping Center was not increased to the degree planned as a result of traffic congestion on Mission Road

Ramona – In the Barona Mesa area, density was decreased in an area outside of the County Water Authority boundary based on renewed concerns regarding fire safety and traffic congestion

Lakeside – Densities on some referred properties that rely on access to Wildcat Canyon Road were reduced because traffic models show existing and projected roadway deficiencies in an area with limited opportunities for making roadway improvements

- *Additional Landowner Input* – The April 2004 Working Copy map incorporates some landowner requests reevaluated by staff. On several hundred acres in North Mountain adjacent to Chihuahua Valley, density was increased to recognize this area as a part of the Chihuahua Valley community.
- *Additional Community Group Recommendations* – In general, staff attempted to incorporate planning group recommendations into the Residential Land Use Distribution map. In Alpine, the Planning Group preferred higher densities than both the December and August maps for the town center and for areas surrounding the town center to encourage the expansion of sewer service. Those recommendations were reevaluated and included in the April 2004 Working Copy map.
- *Ongoing Mapping Updates and Corrections* – The mapping of residential densities was subject to updated reviews by staff to ensure that GP2020 principles and objectives were incorporated into all community maps. For example, remaining remnants of the existing general plan were remapped with new designations for the Valle de Oro map.

⁴ Traffic forecasts and associated cost estimates for the August 2003 Working Copy map would be similar to the April 2004 Working Copy map in most communities because of similar land use patterns.

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- *Continued Refinement of Special Study Areas* – Six areas in the County are labeled “subject to further refinement” to alert the map-reader that the community is continuing to work on resolution in these specific areas. Communities with maps that require further refinement include Fallbrook (former Hewlett-Packard site), Ramona (town center and grasslands), Valley Center (northern and southern nodes), and Lake Morena/Campo (Cameron Corners rural village).

Traffic Forecasts

If developed to its full capacity, the April 2004 Working Copy map would require substantial improvements to the County’s existing road network⁵. Using traffic forecasts for the August 2003 Working Copy map to project road deficiencies for the April 2004 Working Copy map, forecast data in Table 1 shows that nearly 250 miles of roadway would operate at an unacceptable Level of Service (LOS) in the year 2020. LOS E or F is defined as an unacceptable service level. Substantial public funds, at least \$2.3 billion, would be needed to bring roads projected at a LOS E or F up to an acceptable level of service (LOS D). Because \$570 million of that estimated cost represents road improvements needed to correct existing road deficiencies, future development could require an additional \$1.7 billion in public funds.

Table 1
Traffic Forecast: Level of Service Summary for April 2004 Working Copy Map⁶

| <i>Road Type</i> | <i>Miles of Roadway</i> | | | | <i>Percent of Total Roads at LOS E/F</i> |
|------------------|-------------------------|--------------|----------------|--------------------|--|
| | <i>LOS A-C</i> | <i>LOS D</i> | <i>LOS E/F</i> | <i>Total Roads</i> | |
| County CE Roads | 720 | 90 | 162 | 973 | 17% |
| State Highways | 170 | 30 | 54 | 254 | 21% |
| State Freeways | 75 | 24 | 30 | 129 | 23% |
| TOTAL | 965 | 144 | 247 | 1,356 | 18% |

Source: Based on SANDAG, April 2004 traffic model run for August 2003 land use scenario. All numbers are rounded therefore the totals may vary slightly.

Cost estimates to provide additional road capacity were prepared using average costs for County roads, State highways, and State freeways and do not reflect actual costs based upon a more detailed assessment of right-of-way requirements, relocation and/or land acquisition costs, topography and environmental conditions. Also, cost estimates are based on the lowest-cost remedy for upgrading the road network, which is widening existing Circulation Element (CE) roads. The GP2020 road network will more likely rely on a combination of remedies that include building new roads as well as widening existing roads. Since new road construction

⁵ The road network used to produce traffic forecasts included existing roads and currently funded or scheduled road improvements.

⁶ Traffic forecasts for the August 2003 Working Copy map (see Attachment F) were used to project road deficiencies for the April 2004 Working Copy map because its land use patterns are similar to that map. Once a residential land use distribution map is selected, traffic models will be refined and used to prepare traffic forecasts for road network planning purposes.

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typically costs more than widening existing roads, cost estimates for the GP2020 road network will probably be higher than preliminary estimates in this report⁷.

Road Network Planning

Once a residential land use distribution map is selected, traffic models will be refined to produce detailed traffic-related information for each community. Forecast information will be used to help plan a road network⁸ that accommodates the land use plan. As shown in Attachment C, the road network planning process will include an evaluation of both regional and community issues. Road network planning will also include a substantial amount of community input and participation. Preliminary alternatives will be based on traffic forecasts, Community Planning or Sponsor Group preferences, and other planning criteria developed in conjunction with each community. A comprehensive road network solution could include building new roads, widening existing roads, and improving local road networks or pedestrian conditions in residential areas and town centers.

Should the Board accept the April 2004 Working Copy map, substantially less work will be needed to plan road improvements than would be required for the existing general plan because the April 2004 Working Copy map generates far fewer deficient roads. Nevertheless, preparing a countywide road network will require a substantial amount of effort to prepare and evaluate alternatives, determine community preferences, and conduct traffic forecasts until a preferred road network is selected. Preliminary traffic forecasts⁹ indicate that the level of effort will vary by subregion, and that North County communities will require a focused planning effort to resolve forecasted road deficiencies. Both existing and future road deficiencies will be addressed through the GP2020 planning process.

ALTERNATIVE LAND USE SCENARIOS

This section describes and evaluates eight land use scenarios – including Base Year 2000 conditions and seven future land use scenarios. Each of the future land use scenarios is evaluated based on population forecasts, traffic forecasts, cost estimates for road improvements, and an analysis of how each scenario does or does not meet GP2020 objectives. Attachments D through G contain more detailed information on each of these topics.

Summary Comparison

An overall evaluation of the seven future land use scenarios indicates that the December 2002 and August 2003 Working Copy maps best meet GP2020 objectives. Those objectives include meeting population targets, reducing traffic impacts, minimizing public costs for future road improvements, and maximizing public consensus. While the Board Referrals Scenarios are superior to the Existing General Plan, they would produce greater impacts to one or more planning objectives than the GP2020 Working Copy Maps. For example, both the Without 80s and 160s and Pre-FCI scenarios add population growth to Backcountry communities that lack

⁷ Cost estimates also depend on the type of road being improved. Average road improvement costs used to compare land use scenarios evaluated in this report (see Attachment F) were \$3, 8 and 12 million *per lane mile* for County Circulation Element roads, State highways and State freeways respectively.

⁸ The Circulation Element will also address transit, bikeway, and trail networks.

⁹ See Attachment F for a community level analysis.

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essential services. Road improvement cost estimates for the Board Referrals scenarios are \$123 to \$608 million higher than cost estimates for the December 2002 Working Copy map. Both the Pipelined Projects and Pre-FCI scenarios contain mapped residential densities that are not consistent with GP2020 planning principles, and adopting densities in the Pre-FCI scenario would change land use designations established by a voter initiative.

Description of Land Use Scenarios

In addition to preparing information on Base Year 2000 conditions, staff evaluated seven future land use scenarios. Detailed descriptions and land use maps for each scenario are located in Attachment D.

1. **Base Year 2000:** Currently, the most developed areas of the County are in East County communities such as Lakeside and Spring Valley, although North County communities such as North County Metro and Fallbrook also have significant existing populations. The unincorporated County contains large tracts of public land or Tribal Lands.
2. **Existing General Plan:** When fully developed, this plan locates 60 percent of the total future population inside the County Water Authority boundary and 40 percent outside that boundary. It relies heavily on large-lot development to house the County's future population, and it does not develop town centers in many communities slated for future growth. Few communities inside the County Water Authority boundary would retain their existing agriculture or open space in the year 2020.
3. **December 2002 Working Copy Map:** When fully developed, this plan locates 80 percent of the total future population inside the County Water Authority boundary and 20 percent outside that boundary. When compared to the Existing General Plan, it reduces overall growth by about 100,000 persons, reduces large-lot development, and concentrates medium to high-density residential areas in new or revitalized town centers.
4. **August 2003 Working Copy Map:** This plan contains modifications to the December 2002 Working Copy map that incorporate staff recommendations on individual property referrals (see Attachment B). This map also contains higher densities in the southern portion of Twin Oaks and an agricultural area in Borrego Springs, as well as lower densities outside Julian's town center.
5. **Board Referrals Scenario:** The Board Referrals scenario forms the basis for scenarios six through eight. It applies Board recommendations on property referrals in Districts 2 and 5 to the August 2003 Working Copy map. It also applies existing general plan densities for most pipelined¹⁰ projects in District 5. These actions produced higher densities in dispersed locations throughout the County¹¹.
6. **Board Referrals Scenario with Pipelined Projects:** Based on the Board Referrals scenario, this map applies existing general plan densities to pipelined projects in District 2, as well as

¹⁰ Pipelined projects are TM, TPM, Specific Plan and PAA applications "deemed complete" by August 6, 2003. On August 6, 2003 the Board passed a motion that pipelined projects will be approved or denied based on existing general plan regulations.

¹¹ See community maps and matrices (Attachment B) for the locations and densities of Board referrals.

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one pipelined project located in the Twin Oaks community (District 5). Although most of the District 2 pipelined projects are located in Ramona, others are dispersed throughout Backcountry communities.

7. **Board Referrals Scenario without 80s and 160s:** Based on the Board Referrals scenario, this map changes more than 260,000 acres of land with densities of 1 du/80 or 160 acres to 1 du/40 acres. All of the affected lands are located outside the County Water Authority boundary.
8. **Board Referrals Scenario Pre-FCI:** Based on the Board Referrals scenario, this map changes densities on land altered by the Forest Conservation Initiative (FCI) to their pre-FCI land use designations. In all cases, density is increased on affected lands, which are primarily located in Backcountry communities.

Traffic Forecasts

At the Board's direction, GP2020 staff worked with the San Diego Association of Governments (SANDAG) to prepare traffic forecast models for Base Year 2000 and seven future land use scenarios. The intent of these forecasts is to provide order-of-magnitude comparisons between future land use scenarios, rather than obtain forecasts for road network planning purposes. Once a project is selected, County staff will work with SANDAG to refine its forecast model for assessment of the County's Circulation Element (CE) plan.

Attachment F contains illustrated maps showing countywide traffic forecast assessments for each land use scenario. Each map shows the Level of Service (LOS) in the year 2020 for a road network that includes all currently built Circulation Element roads as well as road improvements in the County's Capital Improvement Plan (CIP)¹². Levels of Service assessments for miles of roadway, summarized in Table 2, assume full development of plan capacity in the year 2020.

Comparative Levels of Service

Traffic model forecasts for GP2020 Working Copy maps predict that nearly 250 miles of roadways in the unincorporated County will operate at an unacceptable level of service (LOS E/F) by the year 2020 without road improvements. That is a 150 percent increase in the number of deficient roads when compared to traffic conditions in Base Year 2000. Most of the affected roads are located on the western side of the unincorporated County – including State Route 78 northwest of Ramona, State Route 76 through Fallbrook, State Route 67 from Lakeside to Ramona, and Highway 94 north of Otay Lakes Road.

On a countywide basis, the Existing General Plan contains the most miles of roadway at unacceptable service levels, or LOS E/F. GP2020 Working Copy maps contain the fewest miles of deficient roads, or about half the number forecasted for the Existing General Plan. Board Referrals Scenarios contain between 9 to 33 additional miles of deficient roads when compared to GP2020 Working Copy maps, and all future land use scenarios show a substantial increase in the number of miles of roadway at LOS E/F when compared to Base Year 2000 conditions.

¹² The Capital Improvement Plan (CIP) Network includes existing roads plus roads slated for construction within a 2005/2006 time frame (see Attachment F).

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Table 2

Traffic Forecasts: Level of Service Assessments for Unincorporated County

| <i>Land Use Scenario</i> | <i>Miles of Roadway</i> | | | <i>Percent</i> |
|---|-------------------------|--------------|----------------|-------------------------------|
| | <i>LOS A-C</i> | <i>LOS D</i> | <i>LOS E/F</i> | <i>Total Roads at LOS E/F</i> |
| 1 Base Year 2000 | 1,156 | 80 | 98 | 7% |
| 2 Existing General Plan | 736 | 143 | 477 | 35% |
| 3 Dec. 2002 Working Copy Map | 966 | 143 | 248 | 18% |
| 4 August 2003 Working Copy Map | 965 | 144 | 247 | 18% |
| 5 Board Referrals | 957 | 143 | 256 | 19% |
| 6 Board Referrals w/ Pipeline Projects | 947 | 151 | 258 | 19% |
| 7 Board Referrals w/o 80s and 160s | 945 | 154 | 257 | 19% |
| 8 Board Referrals Pre-FCI | 916 | 160 | 280 | 21% |

Source: SANDAG, April 2004 traffic model runs

Traffic forecast data for LOS E/F lane miles (not roadway miles), which considers the type and size of each deficient road, is shown in Table 3. That information, which is displayed by subregion in Table 3 and by community in Attachment F, provides a more detailed comparison between each land use scenario. As this data shows, the GP2020 Working Copy maps produce a substantial improvement in traffic forecast assessments for North County, East County and Backcountry communities when compared to the Existing General Plan.

This data confirms assumptions made throughout the GP2020 process that locating growth in remote areas, particularly Backcountry communities, creates a disproportionate increase in deficient roads. When compared to the Existing General Plan, the most substantial improvement in level of service assessments occurs in Backcountry communities — where a 94 percent decrease in the number of forecasted LOS E/F lane miles is achieved. Concentrating future growth in town centers, and reducing future growth in remote locations, also appears to reduce forecasts for deficient roads within North County and East County communities. When compared to the Existing General Plan, for example, the August 2003 Working Copy map contains a 6 percent reduction in overall population capacity but a 32 percent reduction in deficient lane-miles for North County communities.

Table 3

Traffic Forecasts: Level of Service (LOS) E/F Summary for Unincorporated County

| <i>Land Use Scenario</i> | <i>Lane Miles at LOS E/F</i> | | | |
|-------------------------------------|------------------------------|-----------------------------|--------------------------------|--------------|
| | <i>North Co. Communities</i> | <i>East Co. Communities</i> | <i>Backcountry Communities</i> | <i>Total</i> |
| 1 Base Year 2000 | 108 | 88 | 0 | 197 |
| 2 Existing General Plan | 679 | 254 | 238 | 1,171 |
| 3 Dec. 2002 Working Copy Map | 444 | 192 | 14 | 649 |

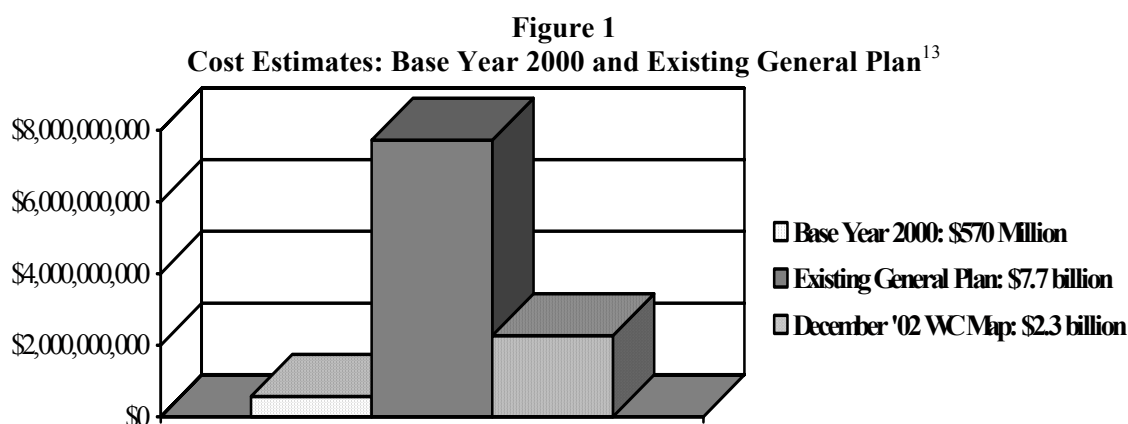
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| | | | | | |
|----------|--------------------------------------|-----|-----|----|------------|
| 4 | August 2003 Working Copy Map | 460 | 192 | 13 | 664 |
| 5 | Board Referrals | 475 | 197 | 13 | 685 |
| 6 | Board Referrals w/ Pipeline Projects | 485 | 198 | 13 | 696 |
| 7 | Board Referrals w/o 80s and 160s | 490 | 201 | 17 | 708 |
| 8 | Board Referrals Pre-FCI | 516 | 211 | 19 | 746 |

Source: SANDAG, April 2004 traffic model runs. All numbers are rounded and totals may vary slightly from subregional sums.

Road Improvement Costs

Cost estimates for upgrading deficient roads to an acceptable level of service (LOS D) were prepared based on SANDAG traffic model forecasts (see Attachment F). The highest estimated road improvement cost is associated with the Existing General Plan. Even when costs to improve existing deficiencies are deducted from the \$7.7 billion, the amount and location of future growth in the Existing General Plan would require \$7.1 billion to improve deficient Circulation Element roads to acceptable levels.



Source: URS Corporation, based on SANDAG April 2004 traffic model runs. Numbers are rounded.

The lowest estimated road improvement costs are \$2.3 billion for the December 2002 and August 2003 Working Copy maps. That is \$5 billion less than cost estimates associated with the Existing General Plan. This potential savings in future public costs, a reduction of 70 percent, demonstrates the value of limiting general plan capacity to the target population and relocating growth to areas near existing settlements.

¹³ See Attachment F for information on cost estimates contained in this report, which are based on average costs to widen existing roads to achieve an acceptable level of service (LOS D). The State of California requires each jurisdiction to prepare a balanced road network – which is a road network that supports forecasted traffic volumes produced by its land use plan.

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Table 4
High/Low Cost Estimates by Subregion

| <i>Subregion</i> | <i>Highest Cost: Existing General Plan</i> | <i>Lowest Cost: GP2020 Working Copy Maps</i> |
|------------------------------------|--|--|
| North County Communities | \$4.1 billion | \$1.5 billion |
| East County Communities | \$1.2 billion | \$.7 billion |
| Backcountry Communities | \$2.4 billion | \$.07 billion |
| Total Unincorporated County | \$7.7 billion | \$2.3 billion |

Because of the dramatic difference between cost estimates for the Existing General Plan and all other future land use scenarios, Table 5 only compares the GP2020 Working Copy maps and the Board Referrals Scenarios. Those road construction cost estimates range from a low of \$2.26 billion for the December 2002 Working Copy Map to a high of \$2.87 billion for the Pre-FCI scenario. Cost estimates for the Board Referrals Scenarios are \$120 to \$600 million higher than the December 2002 Working Copy Map.

Table 5
Cost Estimates to Upgrade LOS E or F Roads in the Unincorporated County

| <i>Subregion</i> | <i>Road Construction Cost Estimates (\$MILLIONS)</i> | | | | | |
|------------------|--|-----------------|----------------------------------|--------------------------|-------------------------------|----------------|
| | <i>Working Copy Maps</i> | | <i>Board Referrals Scenarios</i> | | | |
| | <i>Dec 2002</i> | <i>Aug 2003</i> | <i>Board Referrals</i> | <i>Pipeline Projects</i> | <i>Without 80s & 160s</i> | <i>Pre-FCI</i> |
| North County | 1,510 | 1,568 | 1,628 | 1,658 | 1,817 | 2,012 |
| East County | 684 | 684 | 691 | 700 | 705 | 751 |
| Backcountry | 70 | 67 | 67 | 68 | 81 | 109 |
| Total | \$2,264 | \$2,320 | \$2,387 | \$2,426 | \$2,603 | \$2,872 |

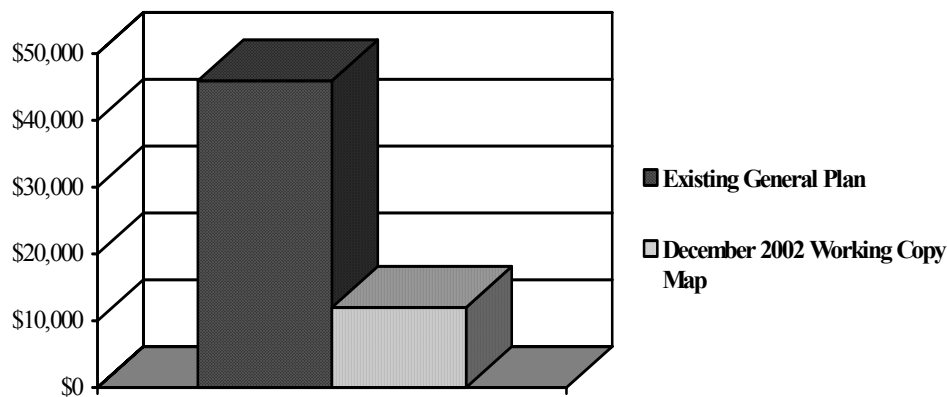
Source: URS Corporation, based on SANDAG April 2004 traffic model runs. All numbers are rounded and totals may vary slightly from subregional sums.

As shown in Table 5, future road construction costs are highest where the most growth is anticipated. North County communities, which contain the highest potential for growth, also will need substantial public funds (\$1.5 to 2.0 billion) to support road construction costs associated with that growth. Because many East County communities are already built out, road construction costs for future growth are moderate by comparison and do not vary significantly between the different scenarios. Although estimated costs are relatively low for Backcountry communities, they are higher for the Without 80s and 160s and Pre-FCI scenarios that contain increased population growth in Backcountry communities. Some cost differences are best observed at the community level (see Attachment F). For example, the total cost estimate for the With Pipelined Projects scenario is 2 percent higher than the Board Referrals scenario, but for North County Metro the cost estimate is 20 percent (\$38 million) higher for the With Pipelined Projects scenario.

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Another useful way to utilize cost estimate information is comparing future road construction costs to the number of future dwelling units, which takes into account the housing capacity in each land use scenario. As shown in Figure 2, the average cost per future dwelling unit ranges from a low of \$12,000 for the December 2002 Working Copy Map to a high of \$46,000 for the Existing General Plan. This data also demonstrates that accommodating population growth in remote areas, especially Backcountry communities, creates a disproportionate increase in public costs for accommodating population growth. Two scenarios that add population growth in Backcountry communities, the Without 80s & 160s and Pre-FCI scenarios, also increase the total average cost per dwelling unit to \$14,600 and \$16,100 respectively.

**Figure 2
High/Low Costs Per Future Dwelling Unit¹⁴**



Source: Calculations based on GP2020 population models, SANDAG April 2004 traffic model runs, and URS Corporation cost estimates.

For community-level cost estimates and for information on how cost estimates were derived, see Attachment F. The estimated costs per dwelling unit noted above are intended only to provide an order-of-magnitude comparison between the different land use scenarios. (In this example, future road costs were only applied to future dwelling units and do not include revenue from a regional funding source or commercial or industrial projects.) Similarly, while the road cost estimates in this report provide useful information for comparing the different land use scenarios, they are not intended to provide actual road construction costs. These estimates are based on the average cost to widen different types of existing roads (County, State Highways and State Freeways), but actual costs will depend on a more detailed assessment of right-of-way requirements, relocation and/or land acquisition costs, topography, and environmental mitigation. Widening existing roads is potentially the least costly method for improving the level of service. As the Ramona road network example illustrates (Attachment C), combining existing road improvements with building new roads is typically a more feasible (if more expensive) solution.

¹⁴ Average cost per future dwelling unit information is based on road construction cost estimates for future County CE and State Highway road improvements, and do not include the following: (a) Cost to correct existing (Base Year 2000) roadway deficiencies and (b) State Freeway costs. All cost estimates are rounded.

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Evaluation of Land Use Scenarios

GP2020 Working Copy Maps best meet the objectives established for the General Plan update, while the Existing General Plan fails to meet those objectives. As shown in Table 6 and summarized below, each of the Board Referrals Scenarios partially meets GP2020 objectives (also see Attachment G).

Table 6
Meeting GP2020 Objectives – Comparison of Future Land Use Scenarios

| | <i>Land Use Scenarios</i> | | | | | | | |
|---|------------------------------|------------------|------------------|------------------------|--------------------------|-------------------------------|----------------|---|
| | <i>1</i> | <i>2</i> | <i>3</i> | <i>4</i> | <i>5</i> | <i>6</i> | <i>7</i> | |
| | <i>Existing General Plan</i> | <i>Dec. 2002</i> | <i>Aug. 2003</i> | <i>Board Referrals</i> | <i>Pipeline Projects</i> | <i>Without 80s & 160s</i> | <i>Pre-FCI</i> | |
| 1 Develop an Internally Consistent General Plan | ○ | ● | ● | ⊙ | ⊙ | ⊙ | ○ | ● |
| 2 Meet Growth Targets | ○ | ● | ● | ● | ⊙ | ⊙ | ○ | ● |
| 3 Reduce Public Costs | ○ | ● | ● | ● | ⊙ | ○ | ○ | ● |
| 4 Improve Housing Affordability | ○ | ● | ● | ● | ● | ⊙ | ⊙ | ● |
| 5 Balance Competing Interests | ○ | ● | ● | ● | ⊙ | ⊙ | ○ | ● |
| 6 Locate Growth Near Infrastructure, Services and Jobs | ⊙ | ● | ● | ⊙ | ⊙ | ○ | ○ | ● |
| 7 Assign Densities Based on Characteristics of the Land | ○ | ● | ● | ⊙ | ⊙ | ⊙ | ○ | ● |
| 8 Create a Model for Community Development | ○ | ● | ● | ⊙ | ⊙ | ⊙ | ○ | ● |
| 9 Obtain a Broad Consensus | ○ | ● | ⊙ | ⊙ | ⊙ | ○ | ○ | ● |

- Meets GP2020 Objectives
- ⊙ Partially meets GP2020 Objectives
- Does not meet GP2020 Objectives

* The April 2004 Working Copy map was not one of the scenarios modeled for traffic. It is the map recommended by staff to be selected as the baseline for the environmental review. This map is a combination of the December 2002 and August 2003 Working Copy maps and the input received to date.

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The ***Existing General Plan*** fails to meet GP2020 objectives for the following primary reasons:

- Internal Consistency: The Existing General Plan needs to be updated for compatibility with existing State laws and standards.
- Population Capacity and Distribution: Population capacity exceeds the County's target population by more than 100,000 persons. This plan also relies heavily on land located in Backcountry communities to house the County's future population, and its development patterns are not consistent with updated environmental information.
- Housing Affordability: The reliance on large-lot residential development creates very few opportunities for affordable housing.
- Balancing Competing Interests: The reliance on large-lot development increases the competition for land for residential, agricultural and environmental purposes.
- Future Public Costs: Retaining this plan's population capacity in remote areas would produce high public costs for road construction and emergency services.

Both ***GP2020 Working Copy Maps*** meet the County's objectives for the following primary reasons:

- Internal Consistency: Both the December 2002 and August 2003 Working Copy Maps contain residential designations that fit proposed GP2020 planning principles, and they apply densities to maps consistently across the region.
- Population Capacity and Distribution: These maps are closest to the County's target population of 660,700. In addition, their distribution pattern relies on land located inside the County Water Authority boundary — land that is close to existing jobs, infrastructure and services. Mapped densities are consistent with the most recent environmental information.
- Housing Affordability: These plans contain a balanced mix of densities appropriate for multi-family, small lot single-family, and large-lot single-family development.
- Balancing Competing Interests: Reducing the capacity for large-lot development decreases the competition for land for residential, agricultural and environmental purposes.
- Public Costs: Because these plans contain the least amount of development in remote areas, they are associated with the lowest estimated costs for future road building, emergency service provisions, and other public services.

Board Referrals Scenarios partially meet GP2020 objectives, although the degree varies between each of the scenarios:

- Internal Consistency: All Board Referrals scenarios contain some residential designations that do not fit the proposed GP2020 planning principles. Including these exceptions could jeopardize the planning principles used to develop GP2020 maps. In addition, the Pre-FCI scenario would reverse land use designations established by a voter initiative.

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- Population Capacity and Distribution: All Board Referrals contain population capacity that is higher than the County's growth targets, with the highest capacity contained in the "Without 80s and 160s" and "Pre-FCI" scenarios. These plans also contain isolated pockets of development, development on highly constrained land, and increased development in Backcountry communities. The latter is particularly true for the Without 80s and 160s and Pre-FCI scenarios.
- Housing Affordability: These plans include higher amounts of large-lot development than GP2020 Working Copy Maps, which will tend to reduce affordable housing opportunities.
- Balancing Competing Interests: Increasing the amount of large-lot development would increase development pressure on agricultural and environmental resources.
- Public Costs: The increased amount of development capacity in remote areas and Backcountry communities will increase public costs for basic infrastructure and public services. Road construction cost estimates are \$120 to \$600 million higher than cost estimates for the December 2002 Working Copy Map.

GP2020 UPDATES

This section includes updates on various aspects of the GP2020 project that are progressing concurrently with land use mapping and traffic modeling.

Groundwater Information

Prior to completing the environmental review for the GP2020 update, the Department of Planning and Land Use (DPLU) will construct a comprehensive groundwater model to evaluate available groundwater resources throughout the County of San Diego. That model will help ensure that groundwater resources are adequate to support densities assigned within the General Plan.

An important first step in this process is the construction of a current and accurate rainfall map for the County. This step was completed, and the map was sent out for community and industry review. This information was presented to the Board of Supervisors on April 21, 2004 (6). The difference between the previous and current rainfall maps was evaluated with respect to the GP2020 update process. Because the differences between the previous map and the updated rainfall map are relatively minor, they would not result in substantial changes to densities proposed by GP2020.

Once additional data (aquifer and soil types, vegetation, slope and topography) is obtained, the final model will provide a more accurate determination of future development potential. Staff is currently compiling this data and evaluating methodologies to construct the model. Once the model is constructed and land use patterns are developed, the model will be run to evaluate the sustainability of selected land use patterns with respect to groundwater. This information will be an important part of the Environmental Impact Report for GP2020.

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Detailed Planning Efforts

a. Ramona Grasslands

The GP2020 team continues to work with the Multiple Species Conservation Program (MSCP) staff and with property owners to develop a comprehensive land use plan for the Ramona Grasslands Special Project area. This is one of the areas on which the “Subject to Further Refinement” overlay has been applied. On the April 2004 Working Copy map, GP2020 staff has retained the one dwelling unit per 40 acres density in the majority of this area in order to protect sensitive resources and to preserve community character. Minor changes have been made to accommodate some additional density. The one dwelling unit per 20 acres density was extended slightly around Highland Hills Estates within the current Davis Specific Plan Area. In addition, the density on approximately 50 acres of Semi-Rural lands adjacent to existing development was increased from one dwelling unit per two acres to one dwelling unit per acre.

The strategy for the preservation of the Ramona Grasslands includes a Transfer or Purchase of Development Rights Program. The intent is to protect the sensitive portions of the Grasslands from development by establishing a means by which individuals owning the most sensitive lands could exchange (or sell) development potential with property owners in more developable locations within the Ramona Grasslands Special Project area. However, some landowners who have already submitted development proposals have indicated that they may not be interested in such a program. Therefore, staff will continue to refine the recommendation for this area and work with the community to resolve outstanding issues.

b. Valley Center Town Center

On June 7, 2003, the Department of Planning and Land Use facilitated a Town Center Design Workshop held at the community’s local library. The workshop was held as a follow-up to the October 2002 Community Planning Group meeting and focused on the primary components for developing and implementing a town center plan. A primary objective of the workshop was to provide the community a forum to share their vision for Valley Center, and to identify those features that should be included in a Town Center Plan.

On October 13, 2003, the Valley Center Planning Group established the Villages Subcommittee to provide community input regarding town center planning. All recommendations from the Villages Subcommittee will be forwarded to the Valley Center Planning Group for discussion and action. The Subcommittee will continue to work with staff on the development of a town center plan that will be integrated into the General Plan update.

c. Ramona Town Center

In the summer of 2002, GP2020 staff contracted with Robbins Jorgensen Christopher Architecture and Design Firm to prepare initial plans for Ramona in preparation for the development of a revitalization plan, similar to the document prepared for Fallbrook. A two-day Town Center Design Workshop was conducted in June of 2003 and was followed up by an additional workshop in February 2004. Over 65 community members participated in the

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two workshops, including members of the Ramona Community Planning Group, the Chamber of Commerce, and other local organizations. A preliminary vision for the town center was developed and specific priority capital improvement projects were identified. Community support for the ideas generated at the workshops has propelled interest in the development of a downtown revitalization plan similar to that created for the community of Fallbrook. The Department of Planning and Land Use assisted the community in developing a Community Development Block Grant application through the Department of Housing and Community Development (HCD) in October 2003. On March 16, 2003 (1), the Department of Housing and Community Development recommended to the Board approval of the grant for funding beginning July 2004. On May 4, 2004 (2) the Board of Supervisors voted to approve the Department of Housing and Community Development's recommendation for the Community Development Block Grant funding cycle for 2004-2005.

d. Hewlett Packard (HP) Site

The specific plan area northeast of the intersection of Highway 76 and Interstate 15 (formerly known as the Hewlett-Packard site) has been targeted as a possible transit node site. Staff is meeting with property owners to coordinate development in a comprehensive manner, consistent with GP2020 objectives.

Conservation Subdivisions

Conservation Subdivisions are a means by which lots or dwelling units are grouped in close proximity to each other rather than spread throughout a project as in a conventional subdivision. Clustering—provided it does not allow increases in planned densities—was identified as a draft policy to implement GP2020 Land Use Goal I: “A built environment that is compatible with and sensitive to its natural setting¹⁵”.

Under the provisions of a Conservation Subdivision, the project density (total number of lots) remains the same as in a conventional subdivision, but by using smaller lot sizes portions of the site are retained in open space. Although Conservation Subdivisions can occur in higher density residential neighborhoods (Village and Village Core), they would primarily be used in Semi-Rural and Rural Lands where large, undeveloped parcels remain.

Staff presented the concept of Conservation Subdivisions to both the Interest Group and Steering Committee. The Interest Group submitted a proposed framework for Conservation Subdivisions (see Attachment H), which they refer to as an Open Space Subdivision. Their proposal includes the following criteria:

- Voluntary participation for densities one dwelling unit per acre (1 du/acre) to one dwelling unit per 4 acres (1 du/4 acres) and mandatory participation for densities of one dwelling unit per 10 acres (1 du/10 acres) or lower.
- Minimum lot sizes ranging from 5000 SF to 20,000 SF, based on density category

¹⁵ General Plan 2020 Draft Goals and Policies – Amended by the Board of Supervisors 01/10/01 (1)

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- Minimum open space requirement would be permanently protected and range from 25 percent to 90 percent based on density category. Acceptable uses for the open space were also established
- Density incentives in the form of removing yield reductions on steep slopes
- Remainder parcel to be land-banked for development post-2020, but would require a future general plan amendment (GPA)
- Design guidelines would be required

In an effort to obtain a Steering Committee proposal on Conservation Subdivisions, in January 2004, the Interest Group's proposed Conservation Subdivision criteria framework was presented to the Steering Committee (Attachment H). The Committee divided into three subgroups to evaluate the Interest Group proposal but the representatives wanted the opportunity to discuss Conservation Subdivisions within their planning groups before formulating a Steering Committee proposal.

In March, the Steering Committee met to address Conservation Subdivisions. Although the positions expressed by Steering Committee representatives varied, the committee unanimously voted not to support Conservation Subdivisions. Specifically, the Steering Committee did not support the following components of the Interest Group proposal:

- Allowing clustering to occur "by right", without additional discretionary review by planning groups
- Removing yield reductions for steep slopes
- Incorporating remainder parcels that could be land-banked for development post GP2020
- Use of countywide, rather than community-specific minimum lot sizes
- Minimum lot sizes as small as 5,000 square feet
- Standardized open space requirements that do not reflect the specific environmental constraints of the site

Although many representatives were not opposed to clustered developments for their communities, they felt that the problems with current codes and ordinances should be fixed, rather than writing a new ordinance. Steering Committee representatives are reviewing the current codes and ordinances that address clustering with their individual planning groups. At the next Steering Committee meeting, staff anticipates that representatives will recommend changes to these codes and ordinances. Once the Steering Committee makes its recommendations, staff will evaluate both the Interest Group proposal and Steering Committee recommendations prior to presenting a staff proposal to the Steering Committee, Interest Group, and Board of Supervisors.

TDR/PDR Programs

On June 25, 2003 (1), the Board of Supervisors directed staff to refer the development of equity mechanisms — Purchase of Development Right (PDR) and Transfer of Development Right

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(TDR) programs — to the Interest Group. The Interest Group developed and endorsed program assumptions that will serve as a basis for establishing equity mechanisms (Attachment I).

In order to achieve the County's land use goals of preserving open space, sensitive environmental areas and farmland, the focus of equity mechanism discussions shifted to a Purchase of Development Right program. Although Transfer of Development Rights (TDR) will remain as an option, it would occur on a limited scale for areas with similar characteristics (e.g. the Ramona Grasslands). When identifying and prioritizing potential areas for a Purchase of Development Rights program, priorities would be established in a manner similar to Pre-Approved Mitigation Areas for the Multiple Species Conservation Program. Similarly, lands with active agriculture would be identified as priority areas for farmland retention.

ENVIRONMENTAL STATUS

A Notice of Preparation of a Draft Environmental Impact Report was prepared and is on file at the Department of Planning and Land Use, 5201 Ruffin Road, Suite B, San Diego, California 92123. Once a residential land use distribution map is selected, the Draft Environmental Impact Report will be prepared.

CONCLUSION

The Residential Land Use Distribution map is based on Board-endorsed planning concepts, Land Use Framework, Draft Goals and Policies, and updated information on traffic impacts and groundwater conditions. Staff evaluated seven future land use scenarios by examining population projections and future forecasts for traffic impacts in relation to existing conditions. The April 2004 Working Copy map reflects the direction taken by GP2020 to meet its objectives of balancing the public need for affordable housing, public services, agricultural land, and natural habitats with private property interests to resolve the existing competition for land.

Next Steps

The Chief Administrative Officer requests that the Board of Supervisors accept the April 2004 Working Copy map. If the Residential Land Use Distribution map is accepted by the Board of Supervisors, staff will proceed to work with communities and stakeholders to map commercial and industrial properties, refine town center plans, and prepare a road network that is balanced with the land use plan. Once land use and road network maps are complete, staff will proceed with full development of GP2020 – Draft Regional Elements, Draft Community and Subregional Plans, and Draft Environmental Impact Report. Approved land use map refinements will be used to analyze potential impacts in the Environmental Impact Report. All products submitted for review during this hearing are subject to further refinements and to future review by the Board of Supervisors as part of a complete package of GP2020 products.

Linkage to the County of San Diego's Strategic Plan

GP2020 is consistent with the County's Strategic Initiatives for Kids, the Environment, and Safe and Livable Communities. GP2020 attempts to accomplish Strategic Initiative goals by improving housing affordability, locating growth near infrastructure, services and jobs, assigning

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densities based on characteristics of the land (e.g. topography, habitats, and groundwater resources), and by creating a model for community development.

Respectfully submitted,

ROBERT R. COPPER
Deputy Chief Administrative Officer

cc: Planning Commission
Chairpersons, Community Planning/Sponsor Groups
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ATTACHMENT(S)

| | |
|---------------|--|
| Attachment A: | Land Use Framework; Regional April 2004 Working Copy Maps; April 2004 Population Summary |
| Attachment B: | Community Summaries; April 2004 Community Level Maps; Referrals Matrix |
| Attachment C: | Road Network Planning Process |
| Attachment D: | Description of Scenarios; Regional Maps of Scenarios |
| Attachment E: | Land Use Scenarios Comparison: Population Forecasts |
| Attachment F: | Land Use Scenarios Comparison: Roadway Deficiency and Cost Estimate Forecast; Level of Service Maps |
| Attachment G: | Land Use Scenarios Comparison: Conformance with GP2020 Objectives |
| Attachment H: | Conservation Subdivisions |
| Attachment I: | TDR/PDR Program Framework |

Note: Attachments will be available to the public at the Board of Supervisor hearing, the Clerk of the Board of Supervisors office, the Department of Planning and Land Use, and the GP2020 website: <http://www.sdcountry.ca.gov/cnty/cntydepts/landuse/planning/GP2020/index.html>

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AGENDA ITEM INFORMATION SHEET

CONCURRENCE(S)

| | | |
|--|---|---|
| COUNTY COUNSEL REVIEW | <input checked="" type="checkbox"/> Yes | |
| Written disclosure per County Charter §1000.1 required? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| GROUP/AGENCY FINANCE DIRECTOR | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> N/A |
| CHIEF FINANCIAL OFFICER | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> N/A |
| Requires Four Votes | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| GROUP/AGENCY INFORMATION TECHNOLOGY DIRECTOR | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> N/A |
| COUNTY TECHNOLOGY OFFICE | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> N/A |
| DEPARTMENT OF HUMAN RESOURCES | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> N/A |
| Other Concurrence(s): | | |
| DEPARTMENT OF PUBLIC WORKS | <input checked="" type="checkbox"/> Yes | |

ORIGINATING DEPARTMENT: Department of Planning and Land Use

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AUTHORIZED REPRESENTATIVE:

GARY L. PRYOR, DIRECTOR

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AGENDA ITEM INFORMATION SHEET
(continued)

PREVIOUS RELEVANT BOARD ACTIONS:

April 21, 2004 (6): The Board of Supervisors approved the introduction of an ordinance amending the Groundwater Ordinance, to update the groundwater limitations map.

October 1, 2003 (4): The Board of Supervisors accepted the August 2003 Working Copy Regional Structure and Land Use Distribution maps for continued refinement and progress, with changes to specific referrals located in District 2 and District 5 for traffic modeling. Staff was directed to analyze the specific referrals identified according to one of the following: the planning group, property owner, staff, or Planning Commission recommendations, surrounding areas, existing density, or other designation as specified by the Supervisor. The referrals specifically identified by Supervisor Jacob include: 93, 95, 98, 104, 114, 130, 131, 138, 139, 140, 144, 163, 163a, 164, and 172. In addition, referrals 106, 133, 134, 135, 136, 148, 150, 151, 151a, 152, 153, 159a, 160, 161, 162, 166, 167, 169, and the Cameron Corners area in Lake Morena/Campo were referred back to staff for further analysis or continued discussion with the planning group, community and property owner. The referrals specifically identified by Supervisor Horn include: 3, 4, 5, 6, 7, 8, 11, 13, 16, 17, 18, 25, 26, 27, 29b, 31, 32, 33, 35, 36, 37, 38, 39, 41, 42, 43, 44, 45, 46, 47, 48, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 65, 74, 75, 77, 79, 80, 82, 83, 84, 85, 86, 87, 88, 90, 154, 159, 177, 178, and 179. In addition, Supervisor Horn identified the area adjacent to Olivenhain for reconsideration; properties in Rainbow, west of Interstate 15, particularly those along Rainbow Glen Road to be studied at their existing densities; and areas adjacent to any of the above referrals where an island would be created for further analysis. This scenario also reflects pipelined projects (Tentative Maps and Tentative Parcel Maps) in District 5 that are inconsistent with proposed GP2020 densities.

October 1, 2003 (4): The Board also directed the CAO to evaluate several land use scenarios for traffic impacts which include the following: the Existing General Plan; December 2002 Working Copy map (with corrections); August 2003 Working Copy map (with corrections); Board Referrals Scenario; Board Referrals Scenario with modified Rural Lands densities (this scenario applies 1 du/40 acres to all Rural Lands designated at 1 du/80 acres and 1 du/160 acres densities); Board Referrals Scenario with reversal of the Forest Conservation Initiative (FCI) land use designations (this scenario applies general plan designations that existed prior to the adoption of FCI to areas currently subject to FCI); and Board Referrals Scenario with inconsistent pipelined cases.

October 1, 2003 (4): The Board also directed the CAO to return with a complete package that will include equity mechanisms; a comprehensive groundwater study for Pine Valley and any other groundwater dependent areas and to correct any mapping errors.

September 24, 2003 (1): The Board of Supervisors took action as recommended by the Community Planning Group on Referral 110: Semi-Rural: one dwelling unit/10 acres (northern two parcels) and Rural Lands: one dwelling unit/40 acres (southern parcel); heard testimony on

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residential property referrals from North and East County Communities, and continued the hearing to October 1, 2003, to hear testimony on residential property referrals from the Backcountry Communities and those speaking to General Plan 2020 in general.

August 6, 2003 (3): The Board directed the CAO to process applications for Tentative Maps, Tentative Parcel Maps, Plan Amendment Authorizations, and Specific Plans submitted and deemed complete by the Department of Planning and Land Use on or before August 6, 2003 under the provisions of the current General Plan.

June 25, 2003 (1): Unanimous decision to support the direction of the General Plan 2020 project, and accept the following products for continued refinement and progress: General Plan 2020 Planning Concepts, Draft Regional Goals and Policies, Land Use Framework, Regional Structure Map, Regional Land Use Distribution Map, and Statements of Legislative Intent.

June 25, 2003 (1): Directed the CAO to return to the Board on September 24, 2003 with a list of referrals along with recommended adjustments to the map that consider properties with infrastructure, properties next to transit, properties that could be annexed, properties adjacent to higher densities, and properties with an overriding public benefit. The map should include staff, Planning Commission, Planning Groups and property owners' recommendations, and include input received from the Steering Committee, Interest Group, Planning Groups and individuals. Information is to be provided in a matrix format.

June 25, 2003 (1): Directed the CAO to return to the Board in 30 days with a draft policy on pipelining and a review of the Interest Group membership issue.

June 25, 2003 (1): Directed CAO to refer development of the PDR, TDR and other equity mechanisms to the Interest Group, which should focus on broader infrastructure issues such as traffic, water, sewer, emergency services. Directed the CAO to return with recommendations for resolving the FCI issues, and to investigate the request by the Crest/Dehesa/Granite Hills/Harbison Canyon Planning Group to consider slope criteria for semi-rural designations as well as community-based design standards.

Progress reports accepted April 24, 2002 (3), January 16, 2002 (3), August 9, 2000 (11), May 10, 2000 (4), March 29, 2000 (6), December 15, 1999 (5), November 17, 1999 (7), June 30, 1999 (2), and February 17, 1999 (9).

September 26, 2001 (1): Directed the Interest Group to continue for the duration of the project.

May 23, 2001 (10): Directed concepts A, B, C and D be incorporated; authorized Interest Group work for additional 90 days; determined financial disclosures for Interest Group members are not required; directed focus on areas needing more attention (such as Ramona and Alpine); directed the appointment of two additional members to the Interest Group.

January 10, 2001 (1): Reaffirmed population targets and Regional Goals and Policies; endorsed Standards and directed additional Alternatives. November 1, 2000 (12), Approved amendment to Scope of Work and Consultant Contract. September 15, 1999 (8), Endorsed draft Regional

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Goals and Policies. August 12, 1998 (2), Approved and authorized Consultant Contract.
December 10, 1997 (5), Approved Scope of Work.

BOARD POLICIES APPLICABLE:

N/A

BOARD POLICY STATEMENTS:

N/A

CONTRACT AND/OR REQUISITION NUMBER(S):

N/A